

## Message Text

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ACTION ACDA-10

INFO OCT-01 EUR-12 EA-06 IO-10 ISO-00 OES-03 DODE-00

CIAE-00 H-01 INR-07 L-02 NSAE-00 OIC-02 OMB-01 PA-01

PM-03 PRS-01 SAJ-01 SAM-01 SP-02 SS-15 USIA-06

TRSE-00 RSC-01 NSC-05 BIB-01 /092 W

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R 210758Z JAN 75

FM AMEMBASSY TOKYO

TO SECSTATE WASHDC 7431

INFO USMISSION IAEA VIENNA

AMEMBASSY BRUSSELS

AMEMBASSY BONN

ERDA GERMANTOWN

C O N F I D E N T I A L TOKYO 0802

E.O. 11652: GDS

TAGS: TECH, JA

SUBJECT: SAFEGUARDS AND NEW ATOMIC SAFETY BUREAU ESTABLISHED IN  
GOJ SCIENCE AND TECHNOLOGY AGENCY

REF STATE 011137

1. THROUGH A LAST-MINUTE AGREEMENT, THE GOJ BUDGET FOR THE FISCAL YEAR BEGINNING APRIL 1, 1975, ANNOUNCED ON JANUARY 11, CONTAINS PROVISIONS FOR ESTABLISHMENT OF A NEW ATOMIC SAFETY BUREAU IN THE SCIENCE AND TECHNOLOGY AGENCY. THE NEW ORGANIZATION UNIT, AS INDICATED BY ITS TITLE OF BUREAU, IS COORDINATE WITH AND NOT REPEAT NOT A PART OF THE ATOMIC ENERGY BUREAU. THUS, JAPAN IS IN A SENSE BEGINNING THE PROCESS NOW COMPLETED IN THE U.S. OF SEPARATING NUCLEAR SAFETY FROM NUCLEAR PROMOTION.

2. THE NEW BUREAU WILL HAVE RESPONSIBILITY BOTH FOR NUCLEAR REGULATION FROM HEALTH AND SAFETY STANDPOINT AND FOR SAFEGUARDS OVER NUCLEAR MATERIAL. HOWEVER, THE PRIMARY  
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MOTIVATION FOR ITS ESTABLISHMENT IS THE NEED TO STRENGTHEN

HEALTH AND SAFETY REGULATION IN JAPAN, PARTICULARLY AS A CONSEQUENCE OF THE MUTSU INCIDENT, AND NOT SAFEGUARD CONSIDERATIONS. THIS IS EVIDENT FROM THE PROJECTED ORGANIZATIONAL MAKE-UP OF THE NEW BUREAU, WHICH WILL INCLUDE FOUR DIVISIONS: NUCLEAR SAFETY, NUCLEAR REACTOR REGULATION, NUCLEAR FUEL REGULATION, AND RADIATION SAFETY. NUCLEAR MATERIAL SAFEGUARDS WILL BE HANDLED WITHIN THE DIVISION OF NUCLEAR FUEL REGULATION; AND EFFORT BY STA TO OBTAIN AUTHORITY TO ESTABLISH A SEPARATE SAFEGUARDS DIVISION WAS REPORTEDLY REJECTED BY THE BUDGET-CONSCIOUS MINISTRY OF FINANCE AND THE ADMINISTRATIVE MANAGEMENT AGENCY.

3. THE NEW BUDGET ALLOTS 21 NEW POSITIONS TO NUCLEAR ENERGY AS A WHOLE, ON TOP OF THE 150 POSITIONS ALREADY ESTABLISHED IN THE ATOMIC ENERGY BUREAU. THE DIVISION OF THE TOTAL OF 170 POSITIONS BETWEEN THE NEW ATOMIC SAFETY BUREAU AND THE EXISTING ATOMIC ENERGY BUREAU IS STILL UNDER NEGOTIATION, BUT ONE STA STAFFER HAS INDICATED THE NEW BUREAU MAY ACQUIRE 100 POSITIONS. THE NEW POSITIONS WILL ENABLE SOME EXPANSION OF STA'S NUCLEAR MATERIAL SAFEGUARD INSPECTORATE, BUT PROBABLY ONLY BY A VERY FEW POSITIONS.

4. DESPITE THE EMPHASIS ON NUCLEAR SAFETY RATHER THAN SAFEGUARDS, THE GOJ WILL UNDOUBTEDLY ATTEMPT TO MAKE AS MUCH MILEAGE AS POSSIBLE FROM THE NEW DEVELOPMENT AS EVIDENCE OF JAPAN'S DETERMINATION TO IMPROVE ITS NATIONAL SAFEGUARDS CAPABILITIES. ACCORDING TO YOSHIO KAWASHIMA, HEAD OF THE NON-GOVERNMENTAL NUCLEAR MATERIAL CONTROL CENTER, HOWEVER, THERE HAS BEEN NO RESOLUTION OF THE BASIC ISSUE OF WHO WILL BE RESPONSIBLE FOR NUCLEAR MATERIAL SAFEGUARDS IN JAPAN IN THE FUTURE, WITH STA, MITI, AND HIS OWN CENTER COMPETING FOR AT LEAST SOME ROLE. KAWASHIMA HIMSELF, DESPITE HIS POSITION AS EXECUTIVE DIRECTOR OF THE NUCLEAR MATERIAL CONTROL CENTER, CLAIMS TO FAVOR GIVING CLEAR-CUT RESPONSIBILITY FOR INSPECTIONS TO STA, WHILE RETAINING RESPONSIBILITY FOR SAFEGUARDS DEVELOPMENT IN HIS OWN ORGANIZATION. HOWEVER, THERE IS A STRONG SCHOOL OF THOUGHT WHICH FAVORS ASSIGNMENT OF SAFEGUARDS INSPECTION RESPONSIBILITY TO MITI, WHICH, AS PART OF ITS OVERALL RESPONSIBILITY FOR REGULATION OF ELECTRIC POWER FACILITIES, ALREADY CONDUCTS FAR MORE INSPECTIONS OF NUCLEAR FACILITIES THAN DOES

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5. KAWASHIMA BELIEVES THAT AT LEAST THE GENERAL OUTLINES OF A SOLUTION TO THE INSPECTION PROBLEM SHOULD BE AGREED UPON BEFORE THE NPT IS SUBMITTED FOR RATIFICATION. FAILURE TO DO THIS, HE BELIEVES, COULD UNDERMINE CONFIDENCE IN THE SAFEGUARD ARRANGEMENTS AND GIVE NPT OPPONENTS ANOTHER TALKING POINT. KAWASHIMA SIMILARLY FEELS, ALTHOUGH HE IS VAGUE AS TO PARTI-

CULARS, THAT GROUND MUST BE CAREFULLY PREPARED BEFORE IAEA NEGOTIATIONS ARE UNDERTAKEN, IF ACCEPTANCE OF THE RESULTS OF THESE NEGOTIATIONS BY TREATY CRITICS IS TO BE ASSURED. THUS, WHILE CONTINUING TO PROFESS STRONG SUPPORT FOR TREATY, KAWASHIMA SEEMS TO HAVE BECOME ONE OF FACTORS RESULTING IN OBVIOUS SLOWDOWN OF IAEA NEGOTIATIONS NOW IN EVIDENCE.

5. EMBASSY'S OVERALL VIEW IS THAT MUCH OF CURRENT DIFFICULTIES IN GETTING IAEA NEGOTIATIONS UNDERWAY (TWO RECENT NEWS ARTICLES GIVING SPECIFIC DATES IN LATE JANUARY FOR COMMENCEMENT OF NEGOTIATIONS HAVE BEEN DENIED BY FONOFF) STEMS FROM LACK OF LEADERSHIP AND TOO MANY COOKS IN THE ACT AT UPPER WORKING LEVEL OF VARIOUS CONCERNED ORGANIZATIONS. THUS, WHILE PERHAPS NEITHER IMAI, KAWASHIMA (WHOSE INFLUENCE WE CONSIDER LIMITED), OR ETO MIGHT BE ABLE INDIVIDUALLY TO BLOCK PROGRESS, COMBINATION OF EACH OF THEM MOVING IN SOMEWHAT DIFFERENT DIRECTIONS SEEMS TO BE DOING THE TRICK. KAWASHIMA HIMSELF IMPLICITLY SUBSCRIBES TO THIS EVALUATION BY PLACING BLAME FOR LACK OF PROGRESS ON FAILURE OF STA'S ATOMIC ENERGY BUREAU TO EXERCISE STRONG LEADERSHIP IN SAFEGUARDS MATTERS. ESTABLISHMENT OF NEW ATOMIC SAFETY BUREAU WITH SAFEGUARD RESPONSIBILITIES COULD FURTHER CONFINE PICTURE IF IT IS GIVEN VOICE IN DEBATE BEFORE ACQUIRING COMPETENCE TO MAKE CONSTRUCTIVE CONTRIBUTION.  
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## Message Attributes

**Automatic Decaptioning:** X  
**Capture Date:** 01 JAN 1994  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** ESTABLISHMENT OF OFFICES, GOVERNMENT AGENCIES, NUCLEAR SAFEGUARDS  
**Control Number:** n/a  
**Copy:** SINGLE  
**Draft Date:** 21 JAN 1975  
**Decaption Date:** 01 JAN 1960  
**Decaption Note:**  
**Disposition Action:** RELEASED  
**Disposition Approved on Date:**  
**Disposition Authority:** GolinoFR  
**Disposition Case Number:** n/a  
**Disposition Comment:** 25 YEAR REVIEW  
**Disposition Date:** 28 MAY 2004  
**Disposition Event:**  
**Disposition History:** n/a  
**Disposition Reason:**  
**Disposition Remarks:**  
**Document Number:** 1975TOKYO00802  
**Document Source:** CORE  
**Document Unique ID:** 00  
**Drafter:** n/a  
**Enclosure:** n/a  
**Executive Order:** GS  
**Errors:** N/A  
**Film Number:** D750022-0422  
**From:** TOKYO  
**Handling Restrictions:** n/a  
**Image Path:**  
**ISecure:** 1  
**Legacy Key:** link1975/newtext/t19750132/aaaabcfu.tel  
**Line Count:** 140  
**Locator:** TEXT ON-LINE, ON MICROFILM  
**Office:** ACTION ACDA  
**Original Classification:** CONFIDENTIAL  
**Original Handling Restrictions:** n/a  
**Original Previous Classification:** n/a  
**Original Previous Handling Restrictions:** n/a  
**Page Count:** 3  
**Previous Channel Indicators:** n/a  
**Previous Classification:** CONFIDENTIAL  
**Previous Handling Restrictions:** n/a  
**Reference:** 75 STATE 011137  
**Review Action:** RELEASED, APPROVED  
**Review Authority:** GolinoFR  
**Review Comment:** n/a  
**Review Content Flags:**  
**Review Date:** 21 MAR 2003  
**Review Event:**  
**Review Exemptions:** n/a  
**Review History:** RELEASED <21 MAR 2003 by CunninFX>; APPROVED <02 APR 2003 by GolinoFR>  
**Review Markings:**

Margaret P. Grafeld  
Declassified/Released  
US Department of State  
EO Systematic Review  
05 JUL 2006

**Review Media Identifier:**  
**Review Referrals:** n/a  
**Review Release Date:** n/a  
**Review Release Event:** n/a  
**Review Transfer Date:**  
**Review Withdrawn Fields:** n/a  
**Secure:** OPEN  
**Status:** NATIVE  
**Subject:** SAFEGUARDS AND NEW ATOMIC SAFETY BUREAU ESTABLISHED IN GOJ SCIENCE AND TECHNOLOGY AGENCY  
**TAGS:** TECH, JA  
**To:** STATE  
**Type:** TE  
**Markings:** Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 05 JUL 2006